employment
service review

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READING ROOM

In This Issue:
Albert Quie
Brendan Sexton
A. W. Tenney
Robert C. Goodwin

THE COVER:

Young war dancers represent the pride in heritage and hope and confidence in the future of the Ute Indian Tribe of northeastern Utah. The State Employment Service is embarking on a new era of cooperation with the tribe and other agencies to improve employment opportunities for residents of the isolated reservation (p. 6).

Photo courtesy of Ute Tribe.

U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

Manpower Administration
Stanley H. Ruttenberg, Administrator

Bureau of Employment Security
Robert C. Goodwin, Administrator

U.S. Employment Service
Frank H. Cassell, Director

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Ronald Van Doren, Editor

employment service review

Volume 4 Number 6 June 1967

ARTICLES

40 YEARS LATER IS NOW! ROBERT C. GOODWIN 2
Steps being taken by the ES to join in multiagency approach to solving the economic plight of neglected Indian population.

BREAKING THE BARRIERS OF ISOLATION, SUSPICION, AND UNEMPLOYMENT, LARRY LEN GOTFREDSON, Utah 6
ES finding ways to break through cultural barriers and help reservation Indians improve employment and economic situation.

SOCIAL IMPLICATIONS OF THE NEW CAREERS MOVEMENT, BRENDAN SEXTON, Citizens Crusade Against Poverty 11
Exciting promise of the concept of new careers in human services sector and its impact on people and economy in slums and ghettos.

THE EDITOR INTERVIEWS CONGRESSMAN ALBERT QUIE OF MINNESOTA 14
Ranking minority member of House Education and Labor Committee gives his views on strengthening programs to help unemployed.

OPERATION HYGRADE: THE ANATOMY OF A SHUTDOWN, GEORGE G. VAUGHAN and KEITH COLLINS, Indiana 16
ES role, with cooperation of labor and management, in helping affected workers meet crisis of a plant shutdown and get jobs.

MUKLUKS, MOCCASINS, AND MDTA, HELEN M. MARCH, Alaska 20
Training programs bring new skills and jobs to Alaskan Eskimos and Indians as part of the State's changing economic pattern.

FROM PHOENIX WITH LOVE, EDWARD HELER, Arizona 24
Hush-hush operations, top secret information, and assumed names involved in work helping major firm decide to come to Arizona.

SUPER SERVICE TO RETAILERS, JANET O. WOLFE, New York 30
How New York Sales and Merchandising Placement Office, unique in the ES, helps the city's retail stores get needed workers.

A BRIGHT AND PRODUCTIVE FUTURE, FORD W. EASTMAN, President's Committee on Employment of the Handicapped 34
Professional designers and volunteers help severely disabled produce and sell handicrafted articles in regular sales media.

MOVING WORKERS TO WHERE THE JOBS ARE 38
Roundup of 2 years' experience in ES labor mobility projects; achievements, problems, and importance of supportive services.

DEPARTMENTS

MANPOWER RESEARCH

GATB—A Progress Report on Improving the Validity of General Aptitude Testing 33

YOUTH REPORT

Agricultural Employment—What's the Future? A. W. TENNEY, Office of Education 26
How to keep them down on the farm—rundown on the broad scope of possible occupational opportunities in agricultural field.

A promise to the American Indians . . .

40 YEARS LATER

ROBERT C. GOODWIN
Administrator
Bureau of Employment Security

The public Employment Service is retooling its machinery to improve employment opportunities for Indian citizens, particularly those 380,000 individuals who live on or near trust land or reservations.

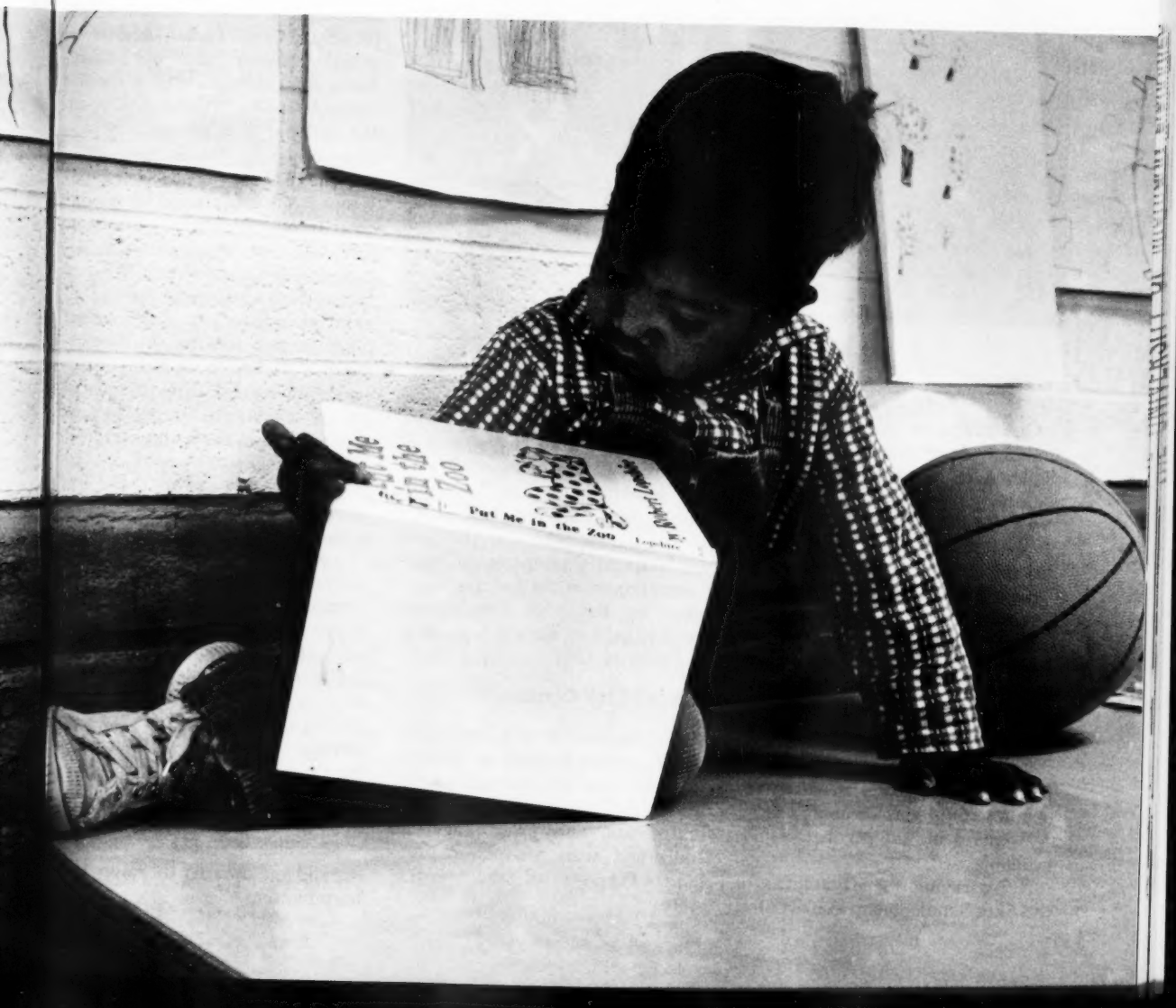
Their startlingly high unemployment rate has caused this long overdue action. In 1966, the unemployment rate for the Nation was 3.9 percent. For reservation Indians it was about 40 percent, and in some localities and in some seasons it rose as high as 80 percent.

This is far from an admission of failure on the part of those agencies serving Indians. To date, the caliber of employment services to Indians in certain States has been excellent. This is particularly true with regard to farm placement services which are firmly based on cooperative work agreements developed between the Farm Labor Service and various Indian tribes. For instance, the work of the Arizona and New Mexico agencies with the Navajos; Montana, North Dakota, and South Dakota with the Sioux; and Oklahoma with a number of tribes living on trust land has been eminently successful.

However, the overall Employment Service program has lacked long-range goals and has been seriously handicapped by insufficient resources. The current effort can be considered an attempt to furnish those goals and to provide the means to their attainment.

R IS NOW!

Photo courtesy Office of Economic Opportunity



ROBERT C. GOODWIN

Our aim is to participate in the multiagency approach to meet the total economic needs of the Indian population, yet avoid paternalism. We seek to supplement the services of the Bureau of Indian Affairs (BIA) and other public and private agencies concerned with improving economic opportunity for Indians.

To assure that these American citizens receive the best possible employment services will require a three-pronged approach:

- Providing unemployed individuals with the skills necessary to obtain gainful employment;
- Increasing the number of jobs available;
- Improving the capabilities of the State employment security staff to deal with the needs of the Indian.

These broad objectives were at the core of a series of regional meetings conducted by the Bureau of Employment Security, Farm Labor Service during 1965 and 1966 and the National Conference on Manpower Programs for Indians, sponsored by the U.S. Employment Service, held in Kansas City, Mo., in February 1967.

Kansas City Conference

The Kansas City meeting, the largest of the gatherings, brought together over 200 Indian tribal leaders and representatives of Federal, State, and private agencies concerned with manpower problems. Purposes of the meeting were:

- To learn more about the employment needs of Indians and to find out how existing services can be better oriented to meet those needs;
- To inform Indian leaders of the extent to which manpower and related services are available to the Indian population;
- To emphasize the need for cooperative action among the various agencies seeking to alleviate poverty among Indians.

Two of the more important recommendations to come out of the Kansas City conference concerned participation of Indian leaders in program planning at all operational levels and designation of a coordinating unit—an "Indian desk"—on the national level to intensify program guidance.

Guidelines have now been developed to implement these and other recommendations. All necessary steps are being taken to assure that the employment needs of Indians are an integral part of all national manpower development planning, whether by the Department of Labor or by other interested public and private agencies having operational or advisory responsibilities in the manpower field.

The immediate problem we face is to make certain that the best possible employment services are extended to Indians. The quality of services is dependent upon the abilities of the individuals dispensing those services. This means improved State agency hiring standards, salaries commensurate with the caliber of individuals we seek to attract into State agency service, and adequate staff training to assure that services are attuned to the needs of the times.

Expanded ES Service

Machinery is now in motion to expand and improve the entire service program.

First, over 200 new staff positions have been allocated to 25 State agencies to supplement the Human Resources Development Program on Indian reservations and in communities with a significant Indian population.

Second, arrangements are now being made with several western universities to establish intensified outservice training programs. State agency personnel participating in such training programs will have several broad objectives:

- To learn more about the Indian and his personal and social values;
- To develop a sensitivity to the needs of all disadvantaged groups;
- To obtain a knowledge of the extent to which public and private agency employment-related services are available to such groups.

Manpower Training

Strengthening Employment Service facilities is but a step in improving economic opportunity. The end product of these services is the improved employability of the Indian himself. He needs assistance to prepare himself better for available work opportunities.

Skill training is assistance which will have the longest term benefit. Between 1958 and the end of the last fiscal year, BIA training, both on the job and institutional, had been extended to almost 20,000 individuals. Almost 2,000 Indians also received training between 1962 and 1965 under provisions of the Area Redevelopment Act. This is not the full story, however. While data are not presently available on the extent of participation of Indians in Manpower Development and Training Act programs, there were Indian trainees in many projects not specifically designed for the Indian population.

Skill training for Indians is complicated by sharp differences in the cultural values of the Nation and of the Indian subculture. Lack of proficiency in the English language, of knowledge of the world of work, and frequently of understanding of the function of competition in our wage economy seriously limits even the Indian high school graduate in his search for fulfilling work. These are but a few of the salient factors to be considered in extending manpower development programs to Indians which are not necessarily involved when dealing with other workers more intimately a part of the national culture.

Frank H. Cassell, Director, U.S. Employment Service, was made an honorary member of the White Mountain Apache Tribe (Fort Apache Indian Reservation) during the Manpower Conference. Ronnie Lupe, chairman of the Fort Apache Tribal Conference (left), and his father, Nelson Lupe (right), present the scroll and Indian-beaded tie to Mr. Cassell.

Job Development

Training for jobs is of course based on the assumption that jobs are available. In March 1966, the Indian labor force numbered about 120,000 with about 46 percent unemployed. Six months later, the labor force had increased to about 132,000 and the unemployment rate was 38 percent. The paucity of jobs in the reservation area and instances of prejudicial hiring practices lengthen the odds against lowering these huge unemployment rates.

(*Continued on page 10*)

On the Uintah and Ouray Reservation

Breaking the Barriers of Isolation, Suspicion, and Unemployment

LARRY LEN GOTFREDSON

The Uintah and Ouray Indian Reservation, located in the Uintah Basin of northeastern Utah, contains almost 1 million acres of ancestral hunting grounds. The variety of landscape ranges from semidesert to mountain forests—sagebrush, pinion-juniper, pine, fir, aspen, and grass; elk, deer, bear, mountain lion, pheasants, partridge, ducks, geese, and fish of various species.

But in other ways the reservation is poor. At the higher elevations, frost often occurs in late spring and early fall, making agriculture difficult. The bottom lands have a very heavy concentration of alkali and produce little except livestock forage and some cut feed. The average annual income for each household is $2,600 (there are five individuals in the average household). Almost one-half of the homes are at least 15 years old and heated by hand-stoked, coal-burning heaters. The median years of education completed for adults is about 9.3, compared with 12.2 years for all persons 25 years of age and over in Utah. Many of the students who complete 12 years of school are found to have achievement levels below the 10th grade. The majority of the Ute people have no vocational training.

Industrial development on the reservation, as in the rest of the Uintah Basin, is hampered by the lack of a railroad. Therefore, the Ute Indian Tribe has entered into enterprises that do not depend upon other relatively expensive transportation: It has one of the finest cattle operations in the State, a custom hunting enterprise which caters to big-game hunters from out of State, and some construction contracts with the Government. The tourist industry, if properly developed, would appear to be an excellent

Larry Len Gotfredson is a counselor in the Vernal local office, Utah State Department of Employment Security.

Vernal EXPRESS photo

An MDTA course for welders trained 15 members of the tribe.

E. M. Denny, deputy administrator of the Utah Department of Employment Security, and L. K. Wardle, Vernal local office manager, inspect MDTA auto mechanics course during an open house to acquaint local employers with the training.

source of employment. Initial plans have been made for the development of a tourism-recreation complex near Fort Duchesne.

While there have been improvements in conditions and services recently, there are still problems which are unsolved or only partially solved. Coordination—the coordination of services within the Vernal local office and coordination of local office services with those offered by other agencies—seems to be the only way that we can effectively help the people of the Uintah and Ouray Reservation improve their situation, and we have made a start in this direction.

Interracial relations and cultural understanding are basic.

Many of the non-Indians still have stereotyped notions about the Utes; on the other hand, many of the Indians, especially older members of the tribe, distrust the non-Indians. Some have had bad experiences in approaching public agencies and transfer their feelings of distrust to all public agencies.

It takes concentrated effort on the part of all staff members to begin to change these feelings and establish rapport. For example, in the 56-week MDTA course for auto mechanics, it was necessary to schedule holidays for the Bear Dance and again for the Sun Dance; these were in addition to the regular holidays.

Progress Through Young People

When the counselor in the Vernal local office was assigned the responsibilities of Job Corps, Neighborhood Youth Corps, and other such programs, in addition to the regular counseling and testing, he began to spend a great deal of time working with the young people, and through them he also became acquainted with their parents and leaders of the tribe. This interest paid off in two ways—he learned things that would help him work with the employment problems of the Ute Indians, and this interest itself helped improve relations.

The counselor was assigned to serve as a coordinator of all local office services to the Ute Indians. As coordinator, he plans staff training to aid other staff members in working with the Utes, and he represents the local office in coordinating services with those of the various other agencies serving the reservation.

Fort Duchesne, headquarters of both the Ute Indian Tribe and the Uintah and Ouray Agency of the Bureau of Indian Affairs, is located only 23 miles from the Utah Department of Employment Security office in Vernal, which makes it easy for the three organizations to coordinate their efforts.

The Ute Tribal Business Committee employs a tribal member as an employment officer. He serves as personnel officer for the tribal enterprises. The local office serves in an advisory capacity to the officer, as he keeps records of all the tribe's employees and helps establish policies governing these employees. The employment officer and the local office cooperate in a number of other areas, such as scheduling MDTA courses, writing NYC proposals, and job development and placement.

The Vernal local office serves as a consultant to the Community Action Program. The CAP Committee has applied for a grant to hire a director and staff to operate a complete program.

The University of Utah has just completed the training of nine community workers to be stationed in the five communities of the reservation. The local office assisted in this training by discussing local office services and the employment problems of the Ute Indians.

In addition, the local office works with the employment assistance officer from the Bureau of Indian Affairs. At present, this officer serves the Uintah and Ouray Agency on an itinerant basis from Phoenix. The local office refers individuals to the employment assistance officer for training or relocation to a job. The local office administers aptitude tests to the relocation applicants and interprets these results to the employment assistance officer and the applicant.

Indian Agency Helps

The superintendent of the agency and his staff have given aid in many programs. A good example is found in the Job Corps: The superintendent or the administrative manager administers the Job Corps oath to all Ute enrollees. They have been helpful in recruiting for the Job Corps and similar programs. The various agency staff members have also helped plan MDTA and other training courses; they provide work stations for 20 Neighborhood Youth Corps trainees; and the Branch of Social Services has furnished family and background information.

Both the Social Services Branch and the tribal employment officer make desk space available when it is necessary for testing, taking special applications, group interviewing, or providing other services which cannot be performed from the counselor's automobile.

Most of the younger people speak English well, but there are difficulties in communicating with other citizens of the reservation. Only 13 percent of the homes have a telephone; this offers a problem to the placement section of the local office. Many employers in this area require almost immediate service, particularly in the case of openings for unskilled and semiskilled workers. One of the quickest methods of contacting an applicant is to telephone the trading post in that community. The storekeeper will either contact the applicant or send word with a neighbor.

Local weekly newspapers are ineffective means of contacting members of the tribe (only one family in five subscribes to papers).

Most of the homes with electricity do have a radio, and this is a much

better medium to publicize job openings and local office services. The local radio station KVEL in Vernal is very cooperative in providing public service time. The local office placement officer tapes a semiweekly radio program which is effective in reaching all corners of the Uintah Basin, including the reservation.

Bulletin boards in the community centers, trading posts, offices, etc., are a less effective means of communication, but they allow for detail and serve as a reminder of job openings and coming events. The weekly meetings held in each community also offer an opportunity to publicize programs and ask for support. The community leaders periodically request programs and films presented by the local office.

Key to Success

Coordination and cooperation have been the key to success.

Skills have been taught in the various MDTA courses which have been conducted at Fort Duchesne. In the past, a course in farm equipment maintenance and operation and a welding course have been conducted exclusively for reservation residents. An auto mechanics course, now coming to a close, was conducted in a large quonset hut loaned by the Ute Indian Tribe, and the trainees included several non-Indians. Another MDTA course, stenographer upgrading, is beginning in Vernal with several Indian women receiving travel allowance so they can commute from the reservation. Graduates of these courses are adequately trained to hold jobs off the reservation, but many of them will find employment with one of the Ute tribal enterprises.

Other training is given to enrollees in the tribal-sponsored Neighborhood Youth Corps. Several young members of the tribe are in Job Corps centers—some as far away as Virginia.

Work-Training Program Cuts U.S. Relief Rolls

ED TOWNSEND

More than 32,000 illiterate American adults have been taken from relief rolls and placed in paying jobs over the past two years in one important phase of the Government's war against poverty.

The placements—after training—were through the Work Experience and Training Program headed by U.S. Welfare Commissioner Ellen Winston. Little publicized, this is considered an important antipoverty weapon in some 600 communities.

Its goal, in the words of President Johnson is to convert "taxeaters into taxpayers."

The biggest bar to jobs now is lack of education and work background. Even with a tapering off of hiring, tens of thousands of jobs are open.

Many are in fields that require only a basic education—the ability to read and handle simple figures—and limited training. These include hospital jobs and building-maintenance work, among scores of similar low-skilled job classifications.

Relief Discarded

The Work Experience and Training Program is undertaking to give bottom-rung Americans an opportunity to fill these jobs.

Of the 32,000 placed over the past 2 years, the average man or woman was drawing $144 a month in relief from public welfare agencies before enrolling for training.

After training, their average starting wage was $258 a month, or $3,096 a year. That's still below organized labor's estimates of family income needs—but it means that almost all of the families could go off relief rolls entirely, to become self-sustaining.

About as many more accepted for training fell by the wayside: the rate of completion of training and job placements was just a little above 50 percent. Others failed for a variety of reasons—poor health, mental disability, lack of will to work, and other factors. But the one-out-of-two ratio is generally considered good under the circumstances.

Basics Taught

Trainees were about equally men and women, white and nonwhite. More than 50,000 received basic teaching in the three R's—reading, writing, and arithmetic. Some who never read before now can read and understand simple instructions. Some who couldn't sign names before now can write.

Over the past 2 years, about 6,400 were able to take the equivalent of high school level courses to enable them to qualify for better-paying jobs. And more than 14,000 men and women went beyond basics to develop, through specialized training programs, new or higher work skills.

Drop in the Bucket

Where necessary, trainees received needed medical services or help in overcoming limited vision or other physical handicaps.

And to provide needed work experience, many were placed in trainee jobs on public-works projects—for some well into adult years, the first wage-earning jobs ever held.

Currently, 70,000 are enrolled in similar training programs around the country. On the basis of past experience, between 35,000 and 40,000 of them are expected to complete the training and get jobs.

However, those already trained and those now in training are only a drop in the bucket of about 8 million—the poorest of the 30 million Americans who live below a poverty level—who depend upon public assistance for all or most of their income. They are in a society where jobs are plentiful—but unattainable.

Expansion Urged

In the adult population today, according to Dr. Winston, 23 million men and women lack even a full grade school education and 3 million have never been to school at all.

Some now are too old to work. Others can't for a variety of personal reasons.

But many can be equipped for jobs the present economy needs to fill, says Dr. Winston, if work-training programs can be expanded and backed up by other necessary remedial programs.

Ed Townsend is Labor correspondent of THE CHRISTIAN SCIENCE MONITOR.

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(*Continued from page 5*)

But there are ways. One method of increasing available job opportunities is by attracting industry to the areas of labor surplus. Another method is through relocation assistance to those Indians who voluntarily wish to move to another area of the country. Still another is job development within the industries presently in the area of labor surplus. BIA has active programs in all three areas. The State employment security agencies can strengthen assistance in the latter two areas, particularly with regard to job development.

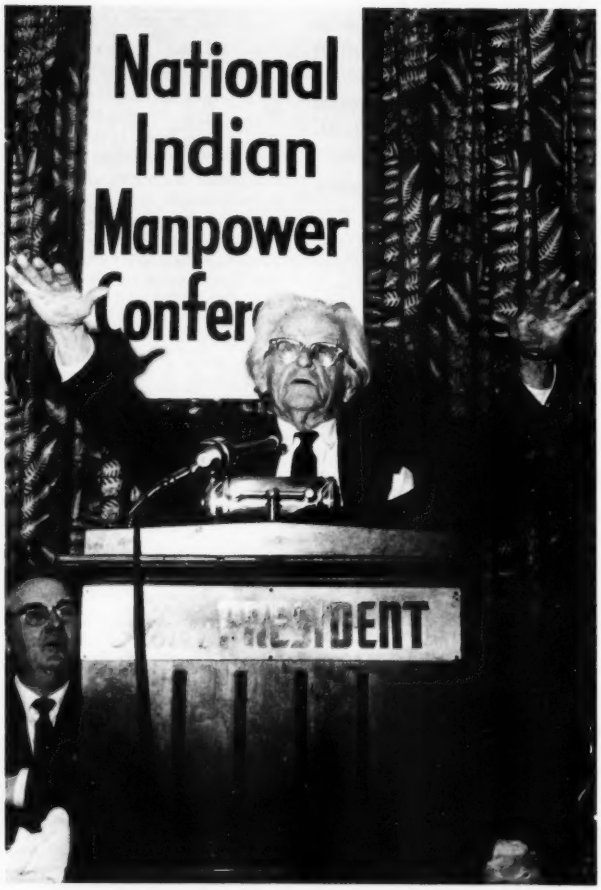
That the declaration "There is need for action now!" has become trite with overuse does not dim its truth in this instance. There has been much talk but less action about the economic plight of the Indians—despite efforts of State governments, the Federal Government, and private organizations and individuals.

A Survey of Problems

A report of a survey of Indian problems made at the request of the Secretary of the Interior cites the deplorable conditions found among certain Indians and bears out the need for prompt action. Discussing nonagricultural job possibilities, the report states: "The evidence tends to show that Indians make good workers in industrial pursuits . . ." but the ". . . shift to industry cannot be made hurriedly or as a wholesale movement if it is to be successful." The report concludes: "With the most favorable developments, it hardly seems probable that the national government can completely work out its Indian problem in less than from thirty to forty years . . . ."

That optimistic report was issued in 1928. Forty years later is just around the corner.

In 1928, there were about 350,000 Indians in the United States. Today they number almost 600,000. In 1928, the Federal budget for Indian services was $30-odd million a year. Today, it exceeds $300 million annually.



Dr. John Neihardt, poet laureate, of Nebraska speaks at the conference dinner. His Indian name is Flaming Rainbow.

Thus both the Indian population and public expenditures for the benefit of Indians have risen sharply. And so have services to the Indian population. Health and education services, for instance, account for more than half of the current Federal budget, and dramatic progress is made annually in each of these fields.

By any standard, the work of the Bureau of Indian Affairs, the U.S. Public Health Service, other public agencies, and our own farm placement efforts have been conspicuously successful.

But 40 years later is *now,* and it is still a fact that the needs of individual Indian citizens continue to be large. Any delay on our part increases the overall economic problem. Much more importantly, it prolongs the degrading economic conditions in which too many Indian citizens find themselves today.

social implications of the NEW CAREERS movement

BRENDAN SEXTON

". . . a complicated, dangerous venture, but rewards promised those who succeed are great."

The new careers concept has exciting promise—especially if viewed as one element of a larger strategy designed to combat poverty. It can promote economic development in the ghettos; it can help large numbers of people capitalize on their potential for leadership; it can help bring to poor people services *they* want and need through systems designed to promote personal autonomy and dignity; it can enrich life in the ghettos and help the people who live there to gain increased social and political power.

Only in the human services sector of the economy is long-term, continuing job growth safely predictable, and it is there we may expect most new career opportunities to develop. Persons entering upon career lines in institutions organized to provide human services should be able to look forward to many years of work in secure, relatively well paid occupations. They may reasonably expect to become owners of individual homes, condominiums, cooperative apartments. They can, in other words, provide markets in their home communities for new or rehabilitated housing of a different kind than the heavily subsidized—and, therefore, often not too attractive—low-cost public variety.

The new careerists will earn sufficient income to become something more than subsistence consumers.

Brendan Sexton is Director of Training, Citizens Crusade Against Poverty.

They can help create in ghetto communities consumer markets that will support expansion and diversification of locally owned small business.

In the case of medical care, for example, they will be able to afford insurance to provide services from competent professionals and will thus help prevent local hospitals and outpatient centers from becoming "free clinics" for the poor.

The sophistication acquired in training for their new jobs, the improved status following from placement and advancement, should help new career trainees become more facile and secure in dealing with public systems and power figures. In many cases, it may be expected that this increased security will be reflected in more effective leadership and therefore more powerful communities.

None of this will prove true, however, unless new career opportunities are created in large numbers—and at levels where new entrants may expect, in time and with effort, to earn income in professional brackets at, or above, the $8,000-to-$10,000-a-year level.

If they seek to create the kind of system that will provide opportunities on a grand scale, movers of new career programs will need to keep in mind the political implications of their work and the need for enlisting community support. In all but a relatively few cases, for example, bureaucratic barriers will stand in the way of programs to provide opportunities for nonprofessionals to move up above entry levels.

Be Aware of the Hazards

If we consider the movement to create new career opportunities in strategic terms, we can immediately perceive many possible hazards as well as opportunities. The most obvious of these: that nonprofessionals will be employed only in deadend jobs. Another: the possibility that the new jobs will be "make" work in which nonprofessionals will feel degraded and become demoralized so that the concept will be discredited. Or, nonprofessionals may be employed by agencies that have lost standing in the community and need shills to act as front men in probably futile attempts to rehabilitate the agency's "image."

Such hazards can be easily foreseen and therefore avoided or overcome. Other less obvious dangers, however, may undermine the effectiveness of the new careers movement unless we plan to meet and deal with them before they actually arise. For example, as candidates move up to fill openings above the entry level in the new career lines, they will be tempted to flee the ghettos for the suburban areas which, here and there around the country, are being opened up to members of minority groups. As they leave, they will take with them the incomes that might have helped shore up ghetto buying power.

Therefore, the soundest new career programs will be planned so as to fit as components in programs of community development. In an area such as Bedford-Stuyvesant, it is possible, for example, to think of creating a program to provide comprehensive medical care and a companion series of programs to provide job opportunities, create new local markets for housing and consumer goods, and establish in the neighborhood new institutions that will contribute to community economic development.

Outpatient Treatment Center

Probably nearly half—perhaps even more—of all Bedford-Stuyvesant residents are eligible for assistance under New York State's Medicaid legislation. Many thousands more are employed at places where insured prepaid group options are provided for employees. Capitalizing on this combined purchasing capacity, a locally based corporation might, with some assistance from various branches of government, create a hospital-connected, outpatient treatment center operating under the direction of a medical director chosen by the local corporation. In time, additional centers could be opened, each one of which could be operated under the direction of boards established by the parent corporation.

From the beginning, a complete new careers program could be installed at each of the centers and the hospital, with which the centers could contract for extensive diagnostic care, surgery, hospitalization.

The city or State university, operating in the beginning through a locally based community college, would design new curriculums for supplementary education and training needed by the new career aspirants as they moved up through new career lines.

Such a program, while immediately providing needed service and decent employment opportunities, would also have the effect of attracting into the area physicians, surgeons, nurses, technicians, trainers, professors, and other members of the middle class. Many of these people might be pursuaded to move into the area, and the persons rising up through the new careers system can be held if their needs and aspirations are anticipated by the planners of physical rehabilitation.

Universities, colleges, and other public institutions often provide staff housing. Institutions involved in new careers programs might follow their example.

Sadly, the design is probably utopian, though most everything mentioned here could be achieved under existing law with assistance from existing programs. What is lacking is a sense of strategy and the will to plan. Bureaucratic commitments impose a piecemeal approach—but some newer programs offer opportunities to bypass impediments. The planners for new careers programs are in a key position to push for the adoption of such an approach. What is more, as new careers programs develop, a constituency with a good deal of potential political power will be created. Quite obviously, it should not be difficult to motivate that constituency to support plans from which it would benefit directly.

Opportunities Are Many and Varied

In such a setting, and with such people, all kinds of opportunities would open. Experimentation with new careers could leap forward. Certainly, the need is great. We now *know*, for example, that new types of medical occupations *must* be created. Medical training as now organized cannot meet demand. We can predict with absolute certainty that occupations now unknown will be firmly established in the medical care system in the next 10 to 15 years. What remains open is their identification, the development of curriculums to train people to fill them, and timetables for their installation. Actually, with tolerance from organized medicine, beginning steps to meet this crisis can be taken today.

Almost all medical care given in the field to servicemen is dispensed by nonprofessionals. Why can we not think of applying a similar system in the urban community. As a practical matter, we don't often provide such care right now. We certainly don't provide it in time. The truth is, we could overnight improve the quality of medical care available in any American city by putting a couple of hundred medical corpsmen to work in the streets. In cities as large as Chicago, Los Angeles, or New York, thousands could be employed. Following patterns established in big-city fire and police departments, medical corpsmen could be assigned by district throughout a city.

There are probably hundreds of already trained and experienced discharged medical corpsmen, many of them members of minority groups, who are now working at poorly paid jobs in the very cities where their skills are desperately needed. With a small amount of retraining at an institute for medical technology, they could safely and productively be put to work within a few months. Under such a system, poor people would receive medical care such as has never before been available to them, and, since the day of the house call clearly is gone beyond recall, the middle class, too, would benefit. Lives would be saved and pain minimized. If at the same time and in the same places the locally operated medical program acted to computerize diagnostic procedures and recordkeeping, additional new careers would be created and further training programs in medical technology opened.

To create such systems, however, requires much attention to planning, as well as probably prolonged and tedious negotiation with government officials, representatives of professional organizations, legislators, and the like. The Citizens' Crusade Against Poverty may be able to play the role of catalyst at many such levels, and we are now taking a first few tentative steps to develop capacity for such a function.

The most immediate need, however, is for planning and development of training potential. There would be no need for a new careers movement if members of minority groups and poor people generally had been able to make their way through conventional channels. Without assigning blame to anyone, it must be recognized that the already established training and educational programs have not reached the poor. It seems evident that new programs are needed in which new methods of recruitment, newly designed curriculums, and new teaching techniques will be tried.

Importance of Training

The need for training should not be underestimated. We must resist the temptation to romanticize and thus to exaggerate the capacities of poor people. The ability to identify and communicate with one's peers is not enough even for the neighborhood organizer. Many well-intentioned middle class professionals forget that the words "knowledge is power" now form a cliche only because they are very nearly absolute truth.

As poor people acquire job skills, their individual self-assurance will grow. Thus equipped, many of them will be able to slide into and make a go of it in conventional institutions, as they will also in the community and society generally.

The new careers movement is a complicated, difficult, dangerous venture, but rewards promised those who succeed are great. Professional distinction and expanding opportunities come to those who have courage to pioneer and capacity to do so successfully.

The Editor Interviews

CONGRESSMAN ALBERT QUIE
of Minnesota

As a ranking minority member of the House Education and Labor Committee, you represent, let's say, "the loyal opposition" to the poverty program, certain education, training, and other programs that are of concern to the committee. What are you opposed to?

It's funny that I should have this opposition role even when I strongly advocate the greater participation in these programs of people who are to be improved by the programs—the key feature of poverty legislation. Rather than to substance, my opposition, if you want to call it that, is to the form or to the way certain programs are being carried out.

Your role is a negative one, then?

To the contrary. The other minority members and I want to strengthen the programs, not weaken them. I want to see more State-Federal involvement to where all programs are operated under this partnership, rather than having the Federal Government dealing on a local level and leaving out the States.

In all fairness, I must say that the Department of Labor has never broken away and tried to bypass the States. I think one of the main reasons Labor has maintained this relationship is because of the State employment security offices.

Doesn't direct dealing with local agencies eliminate the middleman and reduce some of the complexities and red tape involved in putting together programs operated on a local level? Isn't simplification of the process the idea behind it?

In theory, yes; but not in practice. There is more red tape, there are more levels of bureaucracy, more delays and complications involved in the direct programs than ever before. In reality, the States are needed to coordinate efforts on problems like unemployment. The States have the sensitivity to the problems and needs of communities within the States.

Is this the reason you feel participation of those being helped by the programs is so important?

Just partly. The most important thing about participation of individuals in their own development is that it's effective, it works. When you study the results of programs designed to help the poor, the deprived, or the unemployed, you find that the element of involvement is directly related to the programs' success. The people must feel and know that the programs belong to them.

How do you see the future of the existing training and employment programs?

There is a limit to how much the Federal Government can do, and especially to the number of jobs that can be provided through Federal subsidies. We have to work more closely with private industry, because that's where the jobs are, if we are to ever put the hard-core unemployed to work in useful jobs. We should make it clear that we want private industry to be involved at all levels, that this is a national policy. I don't think we have this kind of a dialog between business and government at this time.

We should be able to provide industry with more useful information on job markets and the labor supply. I would like to see the Department of Labor do a clear and accurate study of where the jobs are and where the people are. This would be very useful.

You have a special interest in rural areas. Is the migration to the cities going to continue?

It will. It is expected that the number of people on farms will be reduced by half again within a few years. However, the migration is both ways—to and from rural areas. Our society is becoming more mobile. At the same time people are leaving the farms, industry and urban workers are moving out of the cities more and more.

A new city is to be built in a rural area of your Minnesota. Is this a new trend?

It is an experiment. I wouldn't call it a trend just yet. If it works, it might become a trend. Whatever happens, this is an excellent opportunity to learn from or avoid the mistakes that have created serious urban problems in the past. The problems of urban living, of man's inability to live in close quarters with fellow man, are so complex and interwoven that a fresh start sometimes seems like the easiest solution.

We should give up the cities and start over again out in the country?

The problems of the cities can be solved or effectively alleviated if we go at them on a coordinated basis rather than piecemeal as we are doing now to a large extent. Public housing here, job training there, air and water pollution abatement in the other place. Also, there are the problems separately attacked of poverty, education, transportation, health, and recreation. This is why I have proposed a national committee on urban living, tying together all the programs of all the agencies, public and private. The problems of the central city, for example, are much greater than any one agency or governmental body can cope with, or that any one program is designed to cure.

Where would you, personally, rather live?

The country. Any day.

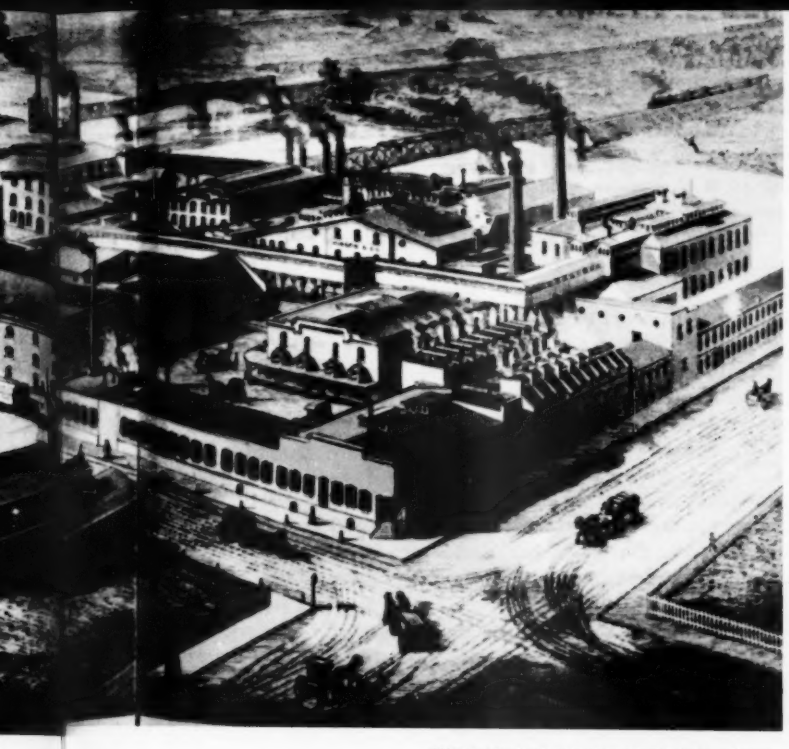
OPERATION HYGRADE:

The Anatomy of a Shutdown

GEORGE G. VAUGHAN and KEITH COLLINS

The Hygrade plant in 1872.

George G. Vaughan is Indianapolis Area Manager and Keith Collins is Assistant Chief, Indiana State Employment Service.



INDIANAPOLIS STAR-NEWS photos.

The Hygrade plant in 1966.

"The company has exhausted every possibility in its efforts to continue this operation, but changes that have taken place in livestock procurement and the meatpacking industry no longer make it commercially feasible to maintain the large Indianapolis plant."

To the 2,000 employees of the Indianapolis plant of the Hygrade Food Products Corp., this announcement last year came as a shock. Disbelief was felt throughout the city where the meatpacking plant had operated continuously since Samuel Kingan founded the business 104 years before.

In contrast to the public expression of alarm shown by all segments of the South Bend community at the time of the Studebaker shutdown in 1963, there seemed to be a feeling of apathy in Indianapolis after the initial surprise. Community response was tempered by the city's low rate of unemployment which was only about 2 percent, an awareness that many employers had unfilled job openings and were hiring, and the fact that the layoff was to occur some 3 months after the announcement of the closing. The impact of a 2,000 layoff in an area where 440,000 were employed was not as devastating a blow as was the sudden idleness of 6,000 workers in South Bend's 90,000 labor force, even though the distress of the individual worker was no less.

Staff members of the Indiana State Employment Service recognized the seriousness of the situation and within minutes after the public announcement were in contact with local Hygrade officials. The first of many meetings between company, union, and Employment Service representatives was arranged and held 2 days later at the ES administrative office. Present were company representatives from the home office in Detroit and In-

dianapolis, officials of both the International and Local No. 17 of the United Packing House Workers, and administrative and local office Employment Service personnel. Company and union representatives agreed that the Employment Service should be responsible for assisting Hygrade workers in finding other employment. Both approved of a leaflet prepared by the ES to give workers information they would need in their switch to new work.

Actions taken between that initial meeting on May 25 and the plant closing on August 21 were team efforts, with the union, the company, and the Employment Service all participating to the fullest extent.

One of the first decisions was that a full-service branch office would be established at the Hygrade plant as soon as possible to take work registrations and make referrals to training and jobs. The responsibility for this operation was assigned to the Industrial and Service office. I&S did not have all the manpower needed, so additional staff were drawn from other Indianapolis offices.

Experienced Interviewers

Care was taken to select experienced personnel. ES officials felt that interviewers should not depend upon the self-application process but should take complete applications in order to get full work histories of each employee. Many had little education, about 200 were illiterate, and their average age was 45. Interviewers were instructed to discuss fully the prospects of securing new employment, to explore the need for training, and, above all, to make each one understand that the Employment Service would do everything possible to help him in securing new employment.

The company turned over three adjoining rooms for use as the ES office and installed additional telephones. The office was opened on June 7. By the end of the week, staff were taking applications at the rate of more than 100 per day. Judged by the old time factor standard, this was not a good record, but allowing time for the interviewers and the workers to talk was extremely important to them and to the ES. Many of the employees did not seem to comprehend that they were losing their jobs. They were not ready to make decisions, but the fact that someone was willing to discuss their future seemed to help.

During the first 3 weeks, when the bulk of the applications were handled, the branch was staffed with a supervisor, 10 experienced interviewers, and a counselor to discuss possible training courses. As volume declined the staff was reduced. Some applications were taken each day until the plant closed. Some 200 of the employees did not register until after the actual closing on August 21. This was partly because it had been expected that some 300 workers would be retained for a warehouse operation. This has not developed, but in January 1967 about 100 persons were still employed in the dry sausage operations.

A breakdown of the 1,542 work registrations taken before the plant closed is shown in the table above.

	Total	Male	Female
Age:			
21–44 years	732	645	87
45–65 years	810	652	158
Education:			
8 grades or fewer	679	578	101
Some high school	495	411	84
High school graduation	368	308	60
Veterans	232	231	1
Minority group	573	548	25
Willing to relocate	251	231	20
Interested in training	579	505	74

The union strongly backed the idea of vocational training. As the table shows, 579 of the individuals registering indicated they would consider training. Interest was expressed in more than 30 vocational areas. A request was made for additional MDTA funds. A special allocation of funds was made available to cover 300 training slots in 19 different vocational areas. The courses included basic education, provided through a special grant under title II of the Economic Opportunity Act.

All of the 579 applicants who indicated an interest in training were interviewed again, but only 203 accepted referral to training. To date, 39 have completed their courses and are employed (30 are in training-related jobs). There are still 115 in training. Seventy-three of the trainees had basic education according to the individual need as well as the vocational training. Most of those who dropped out of MDTA classes did so to accept full-time employment.

Prior to the closing of the plant, the company and the union agreed to allow 25 workers to request a reduction from 40 to 20 hours of work weekly so they might enroll in training while still employed. This permitted them to complete a good portion of the training with little loss of income before their ultimate layoff.

Placement activities began on June 14. Copies of all orders in the Indianapolis area offices were made available to the branch office. Many employers called the Hygrade company and were referred to the

placement interviewers. The company agreed that any worker called by the ES office for an interview or to apply for a job could do so without loss of pay for the time he was off work if the Hygrade personnel office was informed beforehand. Even so, the acceptance of referrals to other jobs was slow during the first 6 or 8 weeks.

Every effort was made to see that the best possible job openings were made available to the Hygrade workers. Positive recruitment was provided at the branch office for both local and out-of-area firms. Placement representatives in the downtown Industrial and Service and Commercial and Professional offices spent most of their time developing job openings specifically for Hygrade people. At the suggestion of the State Director, administrative office analysts made a complete study of the jobs in the Hygrade plant to relate their characteristics to jobs in other industrial areas.

A Remedy Is Sought

When reports came to the local office from prospective employers that Hygrade people failed to face reality, preferred to ignore their imminent job loss, and refused referrals to training or to new jobs, a remedy was sought to counteract and change these attitudes. Some Hygrade workers appeared unwilling to accept offers of employment paying less than they had been receiving. Some conveyed the impression that employers in the community owed them jobs. The appearance and manners of others were much less than desirable, several employers commented.

To be of more service to the large number of individuals involved, the Employment Service section started group counseling sessions in the union hall. The similarity of the problems seemed suitable for the application of group dynamics in discussions led by trained counselors who could assist the individuals to better understand their problems and to plan possible courses of action. Many were older persons, members of minority groups, with limited education. Some possessed no work skill other than the ability to dismember a beef carcass. Most had no recent experience in seeking employment.

"Group feelings" were developed. Counselors and participants wore self-adhesive tags bearing their first names. The counselors removed their suit coats, and (when not leading the discussion) sat in the "circle" of applicants. Two role-playing skits were used by the counselors, one emphasizing mistakes in the job search interview and the other showing effective approach and self-presentation. These were followed by a discussion period. Pictorial cards were displayed and employed as visual aids to encourage group response. A total of 434 persons attended the 3-week sessions in groups ranging from 6 to 33.

Of the group counseling, the Hygrade Industrial Relations Director said, "The project was very helpful from a practical sense and gave our employees a definite psychological lift."

The chief steward of the local union wrote, "Our older workers came to grips with reality. This was a job that could only have been done by trained people; it was beyond our ability." He added, "You have earned the respect and friendship of 2,000 members and their families."

The Hygrade workers proved to be strongly attached to the local area. Recruitment efforts by outside employers were unsuccessful, although the jobs offered and the pay rates were comparable to Hygrade's. In fact, Hygrade had 90 jobs at plants in other localities where the workers could have exercised "bumping rights" under terms of their union contract. Only five did so, and all returned to the Indianapolis area in less than 2 weeks. Although 250 workers originally indicated they would move, they later changed their minds. Many owned their own homes. Others had spouses employed locally. Some were willing to accept less pay to remain in the Indianapolis area.

Despite all problems, more than 1,000 workers had been given selection interviews by the time the plant closed. There had been 672 referrals resulting in 139 placements. About 200 workers had found jobs for themselves.

Placements Are Varied

The placements covered many industries and a variety of vocational areas. Probably, the most unusual placement was of a 45-year-old man who had been employed as a meatcutter for 16 years. The interviewer discovered that he spoke Spanish fluently and had had 2 years of college. A job was developed through the efforts of one of the staff with an agency of the Federal Government needing an employee with this background. He was accepted on the job at a salary of $9,200 per annum and began work August 1, 1966.

Six months after the plant closed, there were only 375 active applications in the ES files. Many of the applicants were in the older age group and had the least education. Almost all had been offered one or more referrals to available jobs, but for some reason had refused the referral or the offer of employment. The Indiana State Employment Service had made 1,418 referrals of Hygrade workers and completed 452 placements. Another 115 were currently enrolled in MDTA classes.

While the Hygrade project is not finished, the results so far demonstrate that labor, management, and government can cooperate completely in situations such as this. Several times considerable tension developed between union and management during negotiations, but both continued to cooperate with the Indiana State Employment Service toward the common goal of finding employment for the workers.

Mukluks, moccasins, a

a MDTA

HELEN M. MARCH

Whether they are wearing handmade mukluks or moccasins, loafers, engineer boots, or high-heeled dress shoes, the descendents of the orginal Alaskan natives are treading new paths these days. For some of them, the path is a little easier because of the Manpower Development and Training Act.

Alaskan Eskimos and Indians are practical people who use whatever tools are necessary to do the job. For centuries they have coped with a harsh environment by using the materials at hand. They use animals, fish, birds, plants, even ice and snow, with great ingenuity to fashion tools and provide homes, food, and clothes. But as they come in contact with other civilizations, they adapt other materials, such as the unlikely combination of an outboard motor on a walrus skin boat.

An outboard makes hunting easier, and food from a store will prevent famine when game is scarce, yet going to work every day for the money means letting the short fishing or trapping season go by, and this is a break with tradition. More and more, nonetheless, as natural resources dwindle and children learn other ways while away from home in boarding schools, the Eskimo and Indian people are trying to adjust to the necessity of earning money to satisfy their needs.

Economic development of Alaska must include economic development of the "bush" or rural areas and an increase in the cash income of the villages. The work skills of the villager must be improved so that he can hold whatever jobs become available at or near his home. Finally, the villager who migrates to an urban area must be able to find employment. The Alaska Department of Labor has long recognized these three goals and the possibility that MDTA can assist the Eskimo and Indian people to reach them.

Even in the larger towns where other minorities are present, the Eskimos and Indians are the most numerous. Job market conditions, however, unfavorably affect hiring of all minorities. There is little manufacturing in Alaska and ample competition for most service occupations from more aggressive, better educated, nonminority individuals. Government jobs are relatively plentiful, but experience and education requirements often bar employment. While labor organizations are becoming increasingly interested in

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Helen M. March is MDTA Project Officer, Anchorage local office, Alaska State Employment Service.

Alaskan residents, most Eskimos and Indians are not members and cannot qualify for apprentice programs—again primarily because of educational deficiency.

While Alaska ranks second among the States in the percentage of individuals with at least 4 years of high school, most of those are Caucasian. Median years of school completed by Alaskan natives is estimated at somewhere between 4.5 and 6.5 years. The pattern of very small, widely separated villages, without connecting roads, inhibits the growth of schools. High schools are particularly lacking in the western, central, and northern portions of the State.

For these reasons, the Anchorage local office found basic education classes to be one of the most significant programs offered under MDTA. Many Eskimo and Indian people took advantage of the opportunity to go back to school. Eugene Short, resident director of the Anchorage Community College, encouraged his staff to be imaginative in their teaching methods. Newspapers, field trips, and exposure to community activities all contributed to learning.

Participation in government was a new concept for the trainees. They wrote to the congressional delegation and State legislators and were amazed to get such prompt and courteous replies. They visited a farm where many of them saw a cow for the first time. When the classes were discontinued, many of those who had been in basic education became grassroots aides and team captains for the local Community Action Agency and campaigned at all levels for more adult education classes. Some basic education students went on to vocational training through MDTA, Office of Vocational Rehabilitation, or Bureau of Indian Affairs (BIA) sponsorship. Some of them found employment after raising their educational level.

Mrs. I. H., 50-year-old Eskimo head of a large family, hadn't found work in Anchorage in several years in spite of her 8 years of experience as a village teacher aid. While in basic education, she audited University of Alaska evening classes on teaching methods and spent half of her schoolday as an observer in a nearby elementary school. She is now employed both as a daytime teacher of ambulatory patients in the Anchorage Native Medical Center and as a basic education instructor for the Anchorage Community College evening classes.

W. T., an Athapascan Indian from Fort Yukon, could no longer work in construction for health reasons. Having raised his educational level through MDTA basic education, he was able to pass the Federal examination and obtain employment as a postal clerk.

Jim C., also an Indian, was so shy, withdrawn, and educationally deficient (less than 1 year of formal schooling) that there was at first some doubt about his ability to learn—by everyone but him. He enrolled before transportation allowances were available for daily commuting and walked 2 miles each way to get to class. Eventually reaching about 11th grade equivalency, he chose to enlist in the Army for further education and auto mechanic training. Before MDTA, he was destined for lifelong welfare.

A significant step toward helping people find jobs in their own villages was taken with the start of instructional aide training for the Bureau of Indian Affairs day schools. Sixteen women and one man completed 12 weeks of training last summer and are now employed in their home villages of Barrow, Noorvik, Beaver, Tetlin, Savoonga, Emmonak, Tununak, Alakanuk, Kwethluk, Kipnuk, Chevak, Kaltag, and Togiak. Instructional aides not

only assist teachers with various classroom duties but act as interpreters for first grades and provide liaison between the school and the community. Employment in their own villages contributes materially to the economy. The BIA now plans to initiate training for 70 more of these teachers aides as a part of the BIA program.

Other projects to provide employment in the villages include one for bakers, and one for sawmill workers. Technical problems have delayed a project for reindeer meatcutters.

A 4-week sawmill worker on-the-job training project in the small village of Medfra required a 3-day, 520-mile round trip by plane to select trainees and brief the employer on MDTA forms. Because of the distance and expense, it was not possible to visit the project more than once, but the employer reported that the graduates would start logging operations in February and cut lumber again after the snow melts. In an area where trapping and forest firefighting yield an average annual increase of less than $500, the money earned at the sawmill is very welcome.

The Anchorage office has selected trainees from St. Mary's on the lower Yukon River for a baker program. Bread is now imported from Anchorage, but after training, graduates will operate the village's first bakery. Their products will also be marketed in several nearby villages for school lunch programs and home consumption. Because of the distance involved (489 miles one way), the selection and referral officer tried to make the plane trip count by talking to as many people in the area as possible. She visited with VISTA volunteers, Village Council members, and Public Health personnel, and stopped at Aniak and Bethel to obtain ideas for future training as well as prescreening of potential trainees.

(*Continued on page 36*)

Photos courtesy Office of Economic Opportunity

From Phoenix With Love

OR, HOW THE DASHING 007 WON THE HEART OF A STATE

EDWARD HELER

Fans of Ian Fleming's James Bond novels may find it farfetched to relate mystery and intrigue to such a prosaic-sounding subject as industrial development and Employment Service operations. Yet sometimes these cloak-and-dagger elements exist, and assumed names, top secret information, and veiled hush-hush operations are involved when a prospective employer "cases the joint" to consider locating in an area. For certain practical and justifiable reasons, an industrial prospect may not want his identity known, and those working with him, such as banks, utility companies, development groups, and the Employment Service, are obliged to keep matters strictly confidential.

This happened not long ago in Phoenix when the Arizona State Employment Service became a sensitive "contact" of a major eastern employer interested in establishing a plant in the Phoenix area or elsewhere in the State. As a senior member of Arizona's economic and industrial development team, the Employment Service plays a vital role in helping to attract new business and industry to the State. Providing manpower intelligence (information) is a major service—developing and providing factual information on available manpower, wage and fringe benefit patterns, employment, and other related data. Since manpower is perhaps the key factor today in an employer's decision on where to locate a new plant, the Employment Service, with its manpower research and labor area

Edward Heler is Manpower Economist Supervisor, Arizona State Employment Service.

information services, can provide these data. Sometimes special and devious approaches to obtaining the data are needed, as happened in the Phoenix project—part of which was labeled "007."

It all began on September 1, 1965. The State Employment Service Administrator received a long distance phone call from a Mr. B. who said he was a representative of the interested employer. He could not reveal the name of the firm or what it made, but indicated that it involved hand assembly operations of a consumer product. He wanted an appointment, which was arranged for the following week.

When Mr. B. arrived, he met with the Administrator, the Central Area Field Supervisor, and the Manpower Economist Supervisor. He still could not reveal his company's identity, but made his specific manpower informational needs known. These included a detailed characteristics analysis of the unemployed labor force, data on seasonal employment fluctuations, commuting factors, skill availability, wage data, training resources, and other elements affecting demand and supply of manpower. He wanted this information for both the Phoenix and Flagstaff areas, for both were under consideration as plant sites. He said he would be back in a month and wanted this intelligence collected by then.

On this next visit, Mr. B. not only toured the area but interviewed applicants at local offices to make a personal assessment of worker attitudes and kinds of people available for jobs.

The next month he returned with three more company representatives to discuss the Phoenix area job market with agency staff. They wanted to know where the best available pools of manpower were located, the wage trends, commuting patterns, and all the whats, wheres, and whys of the manpower situation. The result was that the Employment Service offered to conduct a special study of the area, to gather the needed intelligence that would confirm Phoenix as the logical site for the still unidentified plant.

Undercover operations were now underway. A questionnaire was devised and printed in a weekly newspaper delivered free to all households in the Greater Phoenix area. It also was handed out to all applicants at the local Employment Service offices. The questionnaire asked for information on the applicant's area of residence; where in Greater Phoenix he would be willing to commute and work; age, sex, and marital status; work experience, current job, and most recent salary; education; availability for seasonal employment; and, if a woman, if child care was to be had.

The result was over 3,000 returns and more than 7,400 responses to the willing-to-work question. Because the job had to be done quickly and there was such a volume of response to tabulate, the data were processed on a computer provided by the Arizona State University's College of Business Administration. By mid-December, the analysis was completed and the final report compiled. Locally, it was now known mysteriously as the "B Report."

Shortly after, a top-level meeting was held. The Governor met with the company representatives and State officials of the Employment Service and Employment Security Commission to discuss further the possibilities of the company locating in Arizona.

By late December, the mysterious employer decided tentatively that Phoenix would be it, and that there were two possible locations based on the survey intelligence. There were some doubts about one of the sites regarding the labor supply. To make sure, a questionnaire was mailed to every household in the specific area, which confirmed that it did not have the desired labor supply. The second site was tentatively chosen.

More information was needed. Now the Employment Service went to work to compile information to establish wage scales and fringe benefits. It was necessary to identify housing for company managerial staff who would be coming to Phoenix to start the operation. Many problems remained to be resolved, and still the decision was not firm. However, late in March 1966, the Employment Service was told that Phoenix was to be the site but that the information was highly confidential and there should be no leaks.

The story broke on April 28. Newspaper headlines read, "Revlon to Build in Arizona." The secret was out in the open. Groundbreaking ceremonies at a West Phoenix industrial park for the Revlon Corp. plant were attended by the Governor, mayor, chamber of commerce, and Maricopa County Board of Supervisors representatives, the press, and Revlon officials. The State Employment Service was given special credit for its survey and other help as a primary factor in the decision.

The development job was done. The next step was to turn the job over to Field Operations and local offices to staff the plant. Over 600 new jobs will be created when the plant is completed. This payroll will, in turn, create many other jobs in the area with suppliers to the company, with retail stores, services establishments, and other firms where pay will be spent.

Where does 007 enter the picture? The senior vice president explained that expense accounts on this project were labeled "007." The assumed names? Mr. B. was an alias, as were the names of the other officials involved. Hush-hush operations? Only a very few persons in Phoenix or at Revlon knew anything about the negotiations. As the senior vice president said, "The Truth is that more people in our organization were fooled than people in Phoenix." And those in Phoenix who did know kept the information top secret.

Youth Report

AGRICULTURAL EMPLOYMENT— What's the Future?

A. W. TENNEY

Students in vocational agriculture prepare for careers in farming and other agricultural occupations.

Career opportunities in agriculture are limitless, so don't let anyone sell you short on the future of agriculture in this country. To meet projected needs, world food production must be increased 154 percent by the year 2000, and, because of the rapid increase in our population and the increasing demands from foreign countries for food, an effort is now being made to increase farm production.

There is a shortage, and has been for many years, of trained personnel in the broad field of agriculture. Each year thousands of jobs go begging because there are not enough highly trained persons available for these positions. Land grant agri-

A. W. Tenney is with the Division of Vocational and Technical Education, U.S. Office of Education.

Imagine if you will a time in the future when hundreds and hundreds of existing rural communities—and hundreds of new rural communities—offer everything the big cities offer except congestion and confusion, crime and chaos, polluted air and dirty water, overcrowded schools and jobless ghettos, racial unrest, and riots in the streets.

Imagine new and revitalized communities, each with its own local source of employment, each with its own factories, each with its own college or university, each with its own medical center, each with its own cultural entertainment and recreational advantages.

Imagine a rural America without poverty, without rural slums and shacks, a rural America where every family farmer enjoys parity of income and parity of living.

This is my dream.

ORVILLE L. FREEMAN
Secretary of Agriculture

The broad field of ornamental horticulture offers many opportunities for employment in agri-business in rural areas and in cities.

cultural colleges have for a number of years emphasized that 15,000 new jobs are available annually in the agricultural professions, including agricultural research, agricultural industry, agricultural business, agricultural education, agricultural communications, agricultural conservation, agricultural services, and farming and ranching.

Before a farm youth makes up his mind concerning the occupation for which he will prepare, he should consider the opportunities in occupations that require a background and competencies in the field of agriculture. As employment on the farm has declined, there has been an increase in employment in the broad field of agriculture. These occupations include caring for the turf on golf courses; production of shrubs and the landscaping of homes and grounds; production of flowers and plants for florist shops, working in feed and seed stores, farm distribution centers, processing plants; selling of merchandise to farmers; and many other occupations where a farm background and a knowledge of agriculture are helpful.

A number of old occupations are becoming more important and new occupations are emerging in rural areas. Some are related to the recreation centers that are being developed for urban residents and the number of such centers may be expected to increase in the years ahead. They are varied in nature and include farm homes which will accommodate visitors and recreational services such as camping, horseback riding, swimming, fishing, and hunting.

Another occupational opportunity well worth considering is that of farming part time and working on a part-time basis in another occupation or in doing custom work for other farmers. Improved transportation also makes possible new opportunities for employment in urban areas on a full- or part-time basis for people who live in rural communities.

Additional jobs in rural communities need to be created. New industry should be brought into those communities that would provide jobs and a satisfactory standard of living for workers and their families.

There is also an urgent need for people in rural areas to receive wages which are more on a par with those of urban residents.

Most persons who live on a farm or in rural communities and wish to obtain urban employment must have additional counseling and assistance.

A clerk-steno class in the Milwaukee Area Vocational School.

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Students in the Milwaukee Area Vocational School study to become auto mechanics.

They need to understand the nature of employment, the pay to be expected, and the new environment in which they will live.

The creation of larger school systems can made possible additional guidance and counseling services for students. Consolidation of school districts has been taking place rapidly for a number of years. Additional consolidation is needed to make possible elementary and secondary school systems to serve rural America which are second to none in quality. Where they exist, large consolidated high schools are now making available programs of vocational education. Unfortunately, there are still thousands of high schools where no vocational training is offered. Many of these schools are too small to offer such training. In an attempt to meet the needs of youth and adults throughout the Nation who are not adequately served by vocational training in high school, a system of area vocational and technical schools is being created to serve more than a single community or school district.

As defined by the Vocational Education Act of 1963, an area school may be:

1. A specialized high school used exclusively or principally to provide full-time vocational education in preparation for full-time work in industry.

2. A department of a high school used exclusively or principally to provide training in at least five different occupational fields to students available for full-time study in preparation for entering the job market.

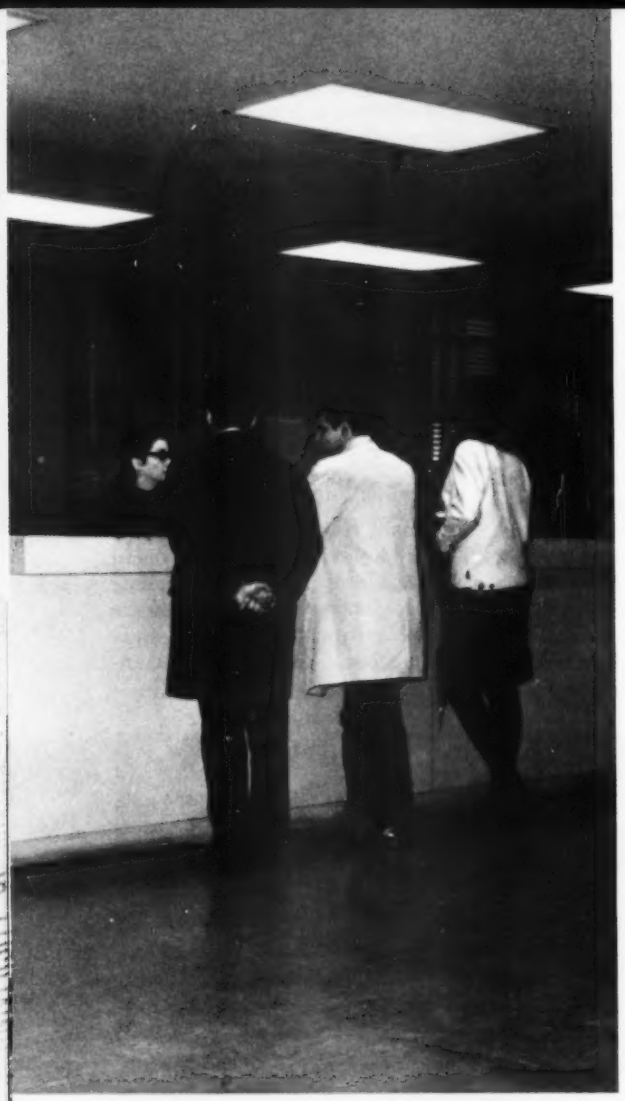
3. A technical or vocational school providing vocational education predominantly to persons who have completed or left high school and who are able to prepare themselves on a full-time basis for work.

4. A department or division of a junior college, community college, or university providing vocational education in at least five different occupational fields, under the supervision of the State Board of Vocational Education, and leading to immediate employment but not towards a baccalaureate degree.

At the present rate of construction, by 1975 there would be provided a nationwide system of 2,000 area vocational schools which would lead substantially to vocational education opportunities readily accessible to persons of all ages. More adequate counseling and guidance services will become available through the area vocational schools. In addition to in-

(*Continued on page 36*)

Super service t



Top: Applicants for stock-clerk jobs at the reception desk.

Center: Office space is made available in the sales office for employers to interview applicants. Here an employer talks with a prospective "demonstrator."

Right: Interviewers and applicants at New York City's Sales and Merchandising Placement Office.

The elevator opens onto a bright, spacious, colorful floor—a carpet in the reception area, planters, library tables, and armchairs—to our New York Sales and Merchandising Placement Office.

On a typical day in November, the visitor might find in one unit the sales manager of a nationally known electrical firm interviewing applicants to demonstrate his product in the stores for Christmas. In another spot, an employment manager for a specialty store is interviewing saleswomen, or perhaps all his Christmas "extras"—stockgirls, cashiers, or supervisors. Farther down the corridor, the special Christmas Unit may be rapidly screening and referring applicants for temporary jobs to any of a dozen major stores, while the rest of the office goes about its business of serving its regular clientele—supermarkets, greeting card shops, apparel chains, whatever.

We believe this office is unique. So far as we know, we are the only

e to retailers

JANET O. WOLFE

one in the U.S. Employment Service family which serves trade exclusively. Of course, New York has nearly 30,000 retail establishments employing approximately a quarter of a million persons, which means we have a vast market and potential.

How did this office get organized? New York City, like most large cities, had for years the usual occupational-industrial division of offices: Commercial, Professional; Sales; Industrial; Service; and Apparel Trades.

An examination of the manning table of a large store would show, therefore, that everyone of these offices was involved in service to a large employer. While the Sales section of the white collar office supposedly had the major responsibility for employer development, since there are 1½ to 2 persons in nonselling occupations for every salesperson in a big store, the Sales section was actually doing only a small part of the placement. Serious employer relations problems developed because each office felt it should maintain direct contact with major market firms for job market information and current job openings. Too frequently, interviewers from Sales would meet interviewers from the Industrial office on an employer's doorstep. Efforts to eliminate duplication by arranging for prior clearance of visits were never wholly satisfactory.

Other situations developed which required marshalling of forces from all over the city. During the 1950's, New York City witnessed the demise of several large stores. In each case, the Sales section spearheaded employer relations activity, arranging for staff to register the workers at the store before it closed. In each case, this involved recruiting staff from the other jurisdictions to interview applicants who belonged in their occupational-industrial bailiwicks. Similarly, if a new store was opening and requested our assist-

Janet O. Wolfe is Senior Employment Manager, Sales and Merchandising Office, New York City, New York State Employment Service.

ance in recruitment and staffing, interviewers had to be pulled from at least two locations to man the activity. Difficulties of coordination, control, and analysis of service should be obvious.

These problems were brought to the attention of the Area Director for Placement with the strong recommendation that at least the industrial portion (i.e., merchandise handlers) be brought together with sales. There was another very major consideration: With the growth of unionization in many stores, employers were bound by contract to promotion from within. This meant that, except for the Christmas season, employers listed only hard-to-fill sales jobs for which no suitable candidate was available in the store. Increasingly, stockboy or girl level jobs were becoming the entry to sales occupations. Finally, in 1962, after the Professional Placement Center had already been established and new quarters were being sought for Commercial and Sales, it was decided to establish a separate Sales section and transfer the industrial segment of retailing to that office. In the fall of 1962, we opened the Sales and Merchandising Placement Office which today handles stockworkers, markers, ticketers, shipping and receiving workers, warehouse workers, packers and wrappers, and cashiers, as well as salespeople, store detectives, displaymen, and executives. Our Outside Sales Unit is another subject.

More Recent Changes

The history of our executive development is more recent. While the occupations of buyers, merchandisers, and managers are, strictly speaking, professional, the New York Professional Placement Center had long since ceded jurisdiction to Sales. In our old setup, we had made a few sporadic attempts, but had never made much headway, at placing those individuals who came to us through unemployment insurance. Now, with our new prestige location and by playing up the concept of total service, we began to go after this activity in earnest. By dint of a special field visiting program, a special mail promotion piece—particularly by the issuance of a monthly "profile" bulletin (thumbnail sketches of available applicants)—a start was made at the end of 1963. Employers were surprised to learn that applicants of this caliber were registered with us, and requests to interview the individuals "profiled" began coming in as soon as the mail was received.

Chain Store Branches

Another plus factor that began to operate for us was the proliferation of new branches being opened by the large discount chains. Because of our central location and excellent facilities, these firms and others were sold on the advantage of conducting their executive recruitment on our premises. With the employer paying for the advertising, our staff screened the large numbers of individuals who responded. Of course, the employer got first crack at any suitable and interested candidates. But others the employer could not use—or who did not want what he had to offer—were invited to complete their registrations with us. We were thus able to augment our files and offer them other possibilities. While the volume of executive placements is still not large, it is steadily growing.

We believe this setup is proving advantageous to both employers and applicants. An employer can list his staffing needs with one call instead of several, and the field visitor who calls on him is informed and knowledgeable about his industry and the job market, not in just one occupation but in most occupations.

We are recognized as the central source of job market information in the planning of MDTA programs, OJT projects, and the like. Among the courses we have recommended have been grocery checker, meatcutter, salesperson, ladies' apparel, as well as courses for merchandise handlers under the multioccupational "umbrella" programs. Candidates for these courses have been recruited from our own inexperienced group, as well as from the service fields and the youth services. Jobs the graduates have secured represent significant upgrading from their prior status.

Wide Exposure to Jobs

Applicants receive the broadest possible exposure to jobs within the industry, and many a youngster has taken his first steps up the promotional ladder with our help. Examples are the high school dropout with artistic leanings who was placed as a display helper and the youngster, who had been "in trouble" and for whom we arranged bonding under MDTA, whose employer now considers him a good potential salesman. One Christmas a personable college graduate who could not expect anything in his field until after the New Year came in to ask for a temporary sales job. He was referred as a salesman of haberdashery at a leading Fifth Avenue specialty store. Today he is in its employment office and, naturally, he gets all his help from "the State."

Just as many big stores develop "flying squads"—well trained, flexible people who can step into any busy department—we are using this technique in our operation. For the pre-Christmas season, we set up a special unit to handle the applicants, not normally part of our load, who come in for Christmas jobs. Some of these same people are used when an employer asks us to assist with staffing a new store on his premises. We have established the procedures and have the people ready to move at the drop of a building block.

GATB

A Progress Report on Improving the Validity of General Aptitude Testing

The limitations of USES testing tools as a fair measure of the aptitudes of educationally deficient individuals became apparent soon after the adoption of manpower programs designed specifically to increase employability of such persons. It was quickly recognized that their low scores on the GENERAL APTITUDE TEST BATTERY were not meaningful, because there was no way of knowing whether inadequate performance on the tests reflected limited ability, inadequate reading ability, or limited cultural exposure. While the GATB was most satisfactory with the general run of applicants, it was not developed or standardized for the disadvantaged segment of our population. In effect, the tests were inadvertently operating to deny the benefits of manpower programs to those they were designed to serve.

As a result, the U.S. Employment Service began in early 1963 the research and development necessary to meet the problems of testing the disadvantaged. Already operational are the Nonreading Measure of General Learning Ability, designed for use with the educationally disadvantaged, and the Screening Device for the GATB, designed to help counselors determine whether scores attained on the GATB by a disadvantaged individual would or could be meaningful.

Progress is also being made on most of the recommendations of an advisory panel appointed by BES Administrator Robert C. Goodwin to review and extend the USES test research and development program (see EMPLOYMENT SERVICE REVIEW, August 1966, p. 56).

For example, a cooperative USES and National Urban League project on testing is underway in Pittsburgh and New Orleans. After training by State Employment Service personnel, the Urban League will use USES tests (1) to investigate their effects on job placement of nonwhites; and (2) to determine whether the tests will serve as evidence of ability and thus will help in persuading employers to hire nonwhites. Another objective of the project is to try out new testing tools and techniques being developed by USES for use with educationally deficient and otherwise disadvantaged individuals.

Fourteen experimental nonreading tests are being tried with applicants who cannot read well enough to take currently available aptitude tests. If research results permit, occupational aptitude requirements developed on the GATB will be applied to the nonreading tests.

Plans are being made to establish new general working population norms which will be representative of the current occupational distribution and of minority groups in our work force. In addition, efforts are being made to test the validity of GATB occupational norms on samples of the work force containing high proportions of minority group members.

Recognizing that unfamiliarity with testing procedures is a handicap to many, research is underway to develop pretesting orientation techniques for use with disadvantaged persons who often regard testing as a threat. Plans are also afoot for a booklet on "How To Take Tests," to be used by the average ES applicant who does not need extensive pretesting orientation.

(*Continued on page 37*)

Project Earning Power

A BRIGHT AND PRODUCTIVE FUTURE

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With the aid of a new 3-year grant from the Vocational Rehabilitation Administration, Project Earning Power is well on the way to becoming a million dollar enterprise producing and selling handicrafted articles made by the severely handicapped in the United States.

The VRA grant will total more than $200,000 for the period and will advance the project through the demonstration stage. The grant will cover the cost of salaries, equipment, and consumable supplies needed to produce prototypes of products now in design. When the prototypes are finished, the handicapped will begin producing these products for distribution into commerical sales outlets throughout the country. A Department of Labor grant of $111,000 from the Office of Manpower Policy, Evaluation, and Research is supporting the project through June 15, 1967, through funds for three task forces in Chicago, Los Angeles, and New York.

The project will provide employment in workshops for severely disabled people who cannot accept normal employment because of the nature of their handicap, or who need this type of training to prepare for industrial employment in the regular job market. Later, it will provide employment for the homebound handicapped.

Project Earning Power is a cooperative effort on the part of government agencies, voluntary groups, workshops, and some of the Nation's top industrial designers to create new jobs and better earning for disabled people through designing new products which they can produce in quantity and which can be sold competitively in regular sales outlets.

Speaker William Raiser of New York explains Project Earning Power during the White House meeting, February 14, 1967. Seated at the table are volunteers (left to right) Donald McFarland, Los Angeles industrial designer; Mrs. W. Willard Wirtz, project chairman; and Charles Newman, Chicago industrial consultant.

Mrs. Lyndon B. Johnson gave her hearty approval to Project Earning Power when its volunteer leaders reported on the current status and future prospects of the project during a recent White House reception. Mrs. Johnson expressed amazement at the workmanship in the sample articles on display and warmly praised the professionals and volunteers for the "expensive expertise they are donating" to the project. "What you are doing sounds so useful and good," Mrs. Johnson added, "that I wanted to have you over here so I could see for myself and learn more about the project. I am very pleased that you are here to give me the opportunity to see what you are doing."

Mrs. W. Willard Wirtz, wife of the Secretary of Labor, has been the guiding light behind the program as chairman, working with an active group of volunteers in organizing task forces in three different geographical areas. The task force is operating in partnership with a leading design school in each city, including the Illinois Institute of Technology in Chicago, the Parsons School in New York, and the University of California in Los Angeles.

At the White House reception, Mrs. Wirtz said that when the First Lady opened the exhibit of the work of the handicapped artists and craftsmen in the foyer of the Department of Labor in 1964, she said, "I hope that what you have begun will grow and prosper."

"Those were words of encouragement and prophecy," Mrs. Wirtz said. "For Project Earning Power is an outgrowth of that exhibit.

"Since then, the President's Committee on Employment of the Handicapped has received financial grants from both the Vocational Rehabilitation Administration and the Department of Labor. Since then, too, the National Society for Crip-

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← *In the Treaty Room in the White House on February 14, 1967, Mrs. Lyndon B. Johnson and volunteer leaders of Project Earning Power inspect articles made by the severely handicapped under the project.*

Ford W. Eastman, President's Committee on Employment of the Handicapped.

pled Children and Adults has provided the administrative supervision necessary to get our three task forces operating.

"Every individual everywhere wants to make his life count for something. For the severely handicapped, a job—let alone a satisfying one—is hard to find. Through Project Earning Power we are helping these people release their creativity, find steady employment, and know the joy of making something beautiful that sells in the competitive market because it is beautiful and because it is useful.

"Everyone here this morning has an outstanding skill, talent, or fund of knowledge that he is sharing unstintingly with Project Earning Power. Some of us are volunteers, some of us are professionals, and some are volunteer-professionals. All of us are caught up in the challenge, opportunity, and excitement of Project Earning Power."

Leadership of each task force is provided by outstanding volunteers in the three areas involved. The Chicago task force is headed by Charles Newman, an independent marketing consultant. In New York, William Raiser, vice president of Raymond Loewy/William Snaith, Inc., and Richard Hollerith, Jr., of Henry Dreyfuss, Inc., are cochairmen, with Stella Sloat, a fashion designer, as vice chairman. Donald McFarland, president of McFarland, Latham, Tyler, Jensen, Inc., directs the Los Angeles task force.

Product designs, contributed by industrial, fashion, and interior designers, are reviewed by the task force for their production and marketing potentials. During the 2-year project to date, a wide range of contemporary products have been created which are expected to appeal to the public and at the same time match the scope of abilities possessed by an estimated 2 million severely handicapped persons.

Early products of the project include such household gifts as candelabras, bookends, and clocks developed by the Los Angeles task force; candlelight cluster candlesticks and a novelty paperweight featuring State seals by the Chicago task force. The New York task force has developed a laminated placemat made of wallpaper remnants, and disposable, nonskid plastic slippers for use in athletic clubs and hospitals.

In addition to household items, many new clothing designs were donated to Project Earning Power through a leading fashion designer—Stella Sloat, vice chairman of the New York task force. Miss Sloat enlisted the aid of several other noted designers.

Also taking an active part in the project are the Industrial Designers Society of America, and the National Association of Sheltered Workshops and Homebound Programs. Cosponsors are the National Society for Crippled Children and Adults, recipients of the VRA grant, and the President's Committee on Employment of the Handicapped.

Mukluks

(*Continued from page 23*)

In addition, many Indian and Eskimo people are now working as draftsmen, stenographers, truckdrivers, welders, surveyors, custodians, auto mechanics, licensed practical nurses, and electronic technicians after receiving MDTA institutional training in the Anchorage area. Exact figures are not available, since Alaska is prohibited from recording racial information.

Looking back on several years of MDTA experience, the Anchorage office can see positive gains in employment of Eskimo and Indian people in both urban and rural areas; increased cooperation and coordination of efforts among various State and Federal agencies working for the betterment of these people; and increased interest throughout the State in economic assistance to the village people.

But the path ahead is still very long!

Agricultural Employment

(*Continued from page 29*)

struction being made available on the secondary level, the area vocational schools will offer training on the post-high school level for high school graduates as well as for adults. Training will be available for those who are preparing for employment and for those who are already employed. The area schools will, likewise, provide needed assistance in the placement of graduates.

It is significant that local offices of State Employment Services are expanding their counseling and placement services and are making such service available in schools to fill the needs of youth in rural communities.

In addition to providing improved guidance services and additional programs of vocational and technical education, the Nation must provide better health facilities, improved recreational opportunities, and comparable incomes so that people who remain in rural America will have a standard of living equal to that of those who move to urban areas. Rural youth should have an equal opportunity to attend college. They should share equally with youth in urban areas in obtaining scholarships and other types of assistance to enable them to continue their education.

It is true that there are many problems in rural areas that help to motivate rural youth to leave their home communities. It is recognized, however, that there remain many opportunities for youth in these communities. The home, the church, and the public schools have been three of the cornerstones on which the advancement of our society has been based. These can help to preserve and improve our way of life. Our Nation will become stronger as we strive to provide equal opportunity for our youth regardless of where they live. This challenge we must meet for youth who live in rural America.

GATB

(*Continued from page 33*)

Studies are also underway to measure the extent to which limited cultural exposure affects aptitude testing of individuals and to determine how much consideration must be given to the limited cultural exposure of disadvantaged applicants in interpreting their aptitude test scores.

For Severely Disadvantaged

For applicants who are so severely disadvantaged that aptitude testing is not feasible, it is hoped that the work sample technique will be successful. This method, developed by the Jewish Employment and Vocational Service (JEVS) of Philadelphia, was described in an article in the January 1966 issue of the EMPLOYMENT SERVICE REVIEW, page 51. Briefly, work samples are not primarily tests, but samples of work that give inexperienced individuals the "feel" of a real work situation. Because the samples are comparatively simple and do not closely resemble conventional aptitude tests, they are accepted by many disadvantaged applicants, who having failed or been threatened by tests too often, have come to fear them. The USES has contracted with JEVS to install and evaluate the work sample technique in a Philadelphia Youth Opportunity Center. If the project is successful, the usefulness of the work sample technique will be explored in other YOC's.

In addition, four projects in New York City involve work experience training and use of work sample testing techniques.

The U.S. Employment Service is developing a series of achievement tests of basic reading and arithmetic skills to be called Job Readiness Tests, which will be used to identify the nature, level, and extent of literacy training needed by educationally deficient individuals. Reading comprehension will be tested with such content as "help wanted" advertisements, and arithmetic questions will deal with figuring taxes and cooking recipes. The tests will help determine minimum levels of basic reading or arithmetic skills required for minimal employability: to read safety signs, fill out applications, and read the most simple instructions. Research will also be conducted on a continuing basis to determine minimum levels of reading and arithmetic skills required for sucessful performance in specific entry-level jobs or vocational training. This information should, in time, help to open up additional job opportunities to individuals who do not meet employers' arbitrarily set requirements of high school graduation. The highest school grade which an individual completed, or the grade from which he dropped out, is an unreliable guide to the level of reading and arithmetic skills which he actually possesses. Research related to these tests should provide data to assist in breaking down those artifically established hiring requirements which tend to exclude from jobs individuals who have the necessary skills.

A New Look at Test Scores

Provision has already been made for State agencies to report to employers, joint apprenticeship committees, and other organizations the results of aptitude tests in terms of confidence bands rather than specific scores. This interpretive method, it is hoped, will lead employers to avoid using tests as a device for excluding applicants and will also result in better utilization of their potentials.

From all of these efforts, the U.S. Employment Service and affiliated State agencies hope to find testing tools and techniques which work to the advantage of so many of our citizens who thus far have been deprived of opportunities to become productive and lift themselves to better lives.

The Machine Age in the Dance Hall

A job study at California's Hollywood Park Race Track revealed that the American Totalisator Company has an experimental parimutual ticket selling machine in operation at another track.

This machine, called the Amteller, automatically dispenses parimutual tickets after the patron has inserted a $5 bill and pushed the desired buttons. The patron pushes a win, place, or show button and a numbered button corresponding to the entry number of his favored horse. The machine draws the $5 bill into the housing, scans it for authenticity, and dispenses the ticket.

The Totalisator Manager re vealed that, so far, the public has been slow to accept the machine, seeming to prefer the old system of buying at the window. But if the machines prove successful, a machine can be manufactured that could pay off for winning tickets. This machine, according to the company, would examine the winning ticket for authenticity and automatically pay the winnings due. Full acceptance of both machines at this establishment could displace approximately 600 sellers and cashiers.

In another California amusement and recreation establishment—a dance hall—a special timing device called a calagraph automatically computes the amount of time in minutes and seconds a hostess spends with a patron. A card is inserted in the timing device when the patron asks the hostess to accompany him, and when the customer leaves the hostess, the card is inserted again. The machine then tallies up the bill.

Although it was learned that a doctorate dissertation has been written on the premise that dance halls are a dying industry in the United States, the computerized dance hall owner employs some 80 workers at two locations, and there are no signs of a pending cut in staff.

Moving Workers to Where the Jobs Are

The public Employment Service has had about 2 years' experience with pilot projects to provide employment opportunities by relocating workers.

Through September 1965, over 14,000 workers were interviewed in 16 projects in 14 States. Of the 6,216 found initially eligible for relocation assistance, 2,086 indicated that they were not interested in relocating, even if suitable jobs could be found for them in another area. Of the remaining workers, 1,336 were relocated to jobs in other areas.

While an important ingredient to successful relocation is the possession by the worker of some type of training or a skill or talent to "sell" an employer, it was found that he should also be motivated by a sense of personal or professional achievement to be gained by relocating. However, under recent favorable job market conditions, employment opportunities have become increasingly available to unskilled workers. For a number of these persons, financial allowances have proved invaluable in assisting them to make successful relocations. But for certain groups, such as relatively disadvantaged workers moving from rural to urban areas, supportive services such as those described in the case histories accompanying this article take on more importance than financial assistance.

Provision for supportive, settling-in services should be a part of any permanent relocation program. Information supplied by an order-holding office to an applicant-holding office must be augumented to include those items which are of particular interest to the worker's family—schools, medical facilities, cost of living, housing, etc. Lack of information about such items, plus the fear of living in a large city, have been major deterrents to relocation.

Major obstacles to relocation include lack of suitable inexpensive housing, prospect of financial loss in selling present home; strong attachment to community, family, and friends; number of family members currently employed; distance of the move; number of children in school

and the proximity of the move to the beginning or close of the school year; and rumors or actual news of an impending pickup in the local economy which may lead to new employment. But lack of information about the new location and fear of living in a large city are also deterrents.

An important experimental feature of some of the projects was payment of travel expenses to a worker for an interview with a prospective employer. Lack of such funds was often a bigger obstacle to mobility than lack of money to move. In addition, the worker then had a chance to inspect the new community before making the actual move, thereby increasing the chances for the move to be permanent.

Authority for staff of mobility projects to communicate directly with local offices throughout the country has permitted swift processing of referrals and confirmation of placements. Of course, the Bureau of Employment Security's regional offices and State agency offices have been kept informed of the transactions. Since a vital need in achieving successful worker relocation is rapid and effective communication between supply and demand offices, this flexibility has proved to be a welcome asset.

Finally, project experience was that mobility is not the answer to many workers' needs. For some, more intensive probing of past work experience would lead to their classification in occupations for which job opportunities are available locally.

Examples of Operation

Here are some examples of how the projects have been operating:

In Kennett, Mo., a local unit of the Welfare Department provides suitable clothing for a worker to wear to a job interview arranged by the labor mobility unit of the Missouri agency. In another instance, an employer stipulates that a worker report on the job within 4 working days from the date hired. It becomes evident that the paperwork required for the relocation of the worker and his family cannot be completed in time to meet this deadline. By quickly contacting the St. Louis Council of Churches and the local Ministerial Alliance, the mobility interviewer is able to obtain $75 so that the move can be made within the specified time limit.

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In Long Island, N.Y., the labor mobility unit mails the résumés of several electrical engineers to an employer in Georgia who is unable to come to New York to conduct positive recruitment. The letter forwarding the résumés suggests that the employer call the project collect and interview those applicants he feels best suit his needs. Within a few days, the employer interviews four applicants by telephone and hires three. Within 1 month, all the moves are completed, thanks to the relocation assistance provided by the mobility project. It is estimated that under the present interarea clearance system the transaction would have required at least 3 months.

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In Sacramento, Calif., a recent Air Force retiree who had been classified as an aircraft engine mechanic and donutmaker is referred to the labor mobility unit for relocation assistance. When he talks to the labor mobility counselor, it is discovered that while in the service the applicant did extensive "moonlighting" as an automobile repairman and that this is really what he prefers to follow as an occupation. A quick check of the local open order file produces an order suited to the talents and desires of this man. He is quickly placed and is now working in Sacramento as an automobile mechanic. In this instance, relocation was not the answer to the worker's needs.

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In Lexington, Ky., a staff member of the local Public Housing Authority helps to provide low-cost housing to former welfare recipients and their families relocated to jobs from eastern Kentucky by the Kentucky labor mobility unit. Arrangements for referral and placement, the finding of housing, the meeting of the family upon arrival in Lexington, and the overcoming of problems encountered during the first difficult days of adjustment to the new community are coordinated by the local ES office manager, the employer relations representative, a caseworker assigned by the local unit of the welfare department, the Public Housing Authority, and the employer.

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In West Virginia, a large company from New England indicates a desire to conduct positive recruitment in the State. The agency labor mobility director meets with responsible executives of the company and explains that if the re-

cruited workers are to stay in their employ, suitable housing will have to be found in the demand area where housing is generally in short supply. In response, the company arranges for inexpensive, but adequate, rooms in a motel which ordinarily closes for the winter. In addition, the company charters a bus to take the workers to New England.

After 90 days, the company will charter another bus to transport the workers back to West Virginia for a long weekend vacation.

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In Virginia, Travelers Aid is assisting the intrastate project by providing supportive services to relocatees. One young Negro couple encounters difficulty in finding suitable housing in Newport News. Even with the assistance of the Travelers Aid counselor, the couple is unable to find anything and is almost resigned to returning home. However, the counselor keeps insisting that they try just one more place. Finally, late one evening, a small but very acceptable apartment is found. The Travelers Aid counselor subsequently reports that the couple is very happy with their move and she is confident that there will be few serious problems for them in the future.

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Effort was made to locate the projects in geographic areas with a range of unemployment problems thought to be amenable to partial or full solution through relocation assistance. Of the ES projects, *Indiana, Utah,* and *Virginia* dealt with relatively homogeneous groups of preselected workers. Indiana worked with MDTA graduates in South Bend; Utah, with workers laid off from the Thiokol plant near Brigham City; and Virginia, with about equal numbers of almost 500 MDTA applicants and MDTA graduates from its southwestern coal counties. *California, Kentucky, Minnesota, Montana,* and *West Virginia* projects dealt primarily with applicants from sample files of local offices in relatively depressed areas. *Illinois, Missouri,* and *New York* worked with local office applicants from a 10-county area in the southern part of Illinois, farmworkers from the southeastern "boot heel" area of Missouri, and laid-off defense workers from two counties of Long Island, N.Y.

The five other 1965 projects were sponsored by the Office of Manpower, Policy, Evaluation, and Research and were conducted by the *North Carolina Fund,* which recruited workers (Negro, Indian, and white) from six rural coastal plains or counties; the *National Council on the Aging,* which operated out of South Bend, Ind.; *Southern Illinois University,* which attempted to relocate enrollees from their experimental and demonstration projects; *Northern Michigan University,* which concentrated on the movement of young MDTA trainees from the Upper Peninsula to downstate Michigan and Wisconsin; and *Tuskegee Institute,* which worked with Negroes from rural Alabama, some of whom were MDTA graduates.

1966 Projects

Eleven State agencies were conducting projects in 1966: New York, Pennsylvania (2), Kentucky (2), Tennessee, Wisconsin, West Virginia, Virginia, Missouri, Montana, Utah, and California. Nine other projects sponsored by OMPER were being conducted by Tuskegee Institute, Arizona Council of Churches, Connecticut Department of Welfare, JOBS (Chicago), Northern Michigan University, Minneapolis Rehabilitation Center, Operation STAR (Mississippi), North Carolina Fund, and Lane County (Oregon) Youth Study Board.

While findings from these projects are not yet available, it is known that increased participation by religious and civic organizations and the aid of public welfare groups and Office of Economic Opportunity field personnel, in addition to Travelers Aid, are helping greatly to provide the supportive services necessary to achieve success in this second round of pilot studies. Almost all projects report an increasing degree of participation and interest of employers in relocation, as a result of their participation in earlier projects, and workers and their families are responding more positively.

"Above and Beyond"

The enthusiasm, ability, and initiative which personnel in each Employment Service mobility project have brought to their jobs and the manner in which they have carried out their duties go beyond the normal requirements of their job descriptions. If any success results from the pilot study of labor mobility, or if an effective, ongoing program results, the credit must go to the staff and project supervisor of each participating State agency.

In January 1967, three new labor mobility projects were initiated by the Iowa and Washington State Employment Service agencies to try out various new research techniques and activities which will add to our knowledge of how to operate a program of worker relocation successfully, if called upon to do so.

NEXT MONTH:

WASTE NOT, WANT NOT—Secretary of the Interior Stewart Udall advances a bold new plan to create jobs by reducing material waste.

THE MEXICAN-AMERICAN, AN AWAKENING GIANT—Congressman Henry B. Gonzalez calls for new reforms to give equal opportunity to Americans of Spanish surname.

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